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II. DISCUSSION

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C. Necessary elements of such a (National) system:

1. Management. The DCI's management role must be considered carefully in light of his authority and limitations under E.O. 12036.

a. Line of command under (the) DCI

According to E.O. 12036, the DCI acts as the primary adviser to the President and the National Security Council on national foreign intelligence and provides the President and other officials with national foreign intelligence. Further, he acts with appropriate consultation as the Community's principal spokesperson. He thus has implicit authority to exercise Community oversight during a crisis situation.

b. Community coordination and oversight

It is critical that the DCI's responsibilities for Community coordination and oversight be effective during warning and crisis situations. The effort must be across the entire Intelligence Community to bring together the analysts and the collectors.

c. Internal staffing under the DCI

E.O. 12036 (1-601b) is clear concerning the duties of the DCI as "the head of the CIA and of such staff elements as may

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be required for discharge of the Director's Intelligence Community responsibilities." Thus the DCI is free to establish his own staff elements to carry out his responsibilities both in the CIA and in the Intelligence Community as a whole. In warning and/or crisis situations the DCI can use the NFIB, or a DCI committee, or any other element of his own staff, or a CIA element, to carry out his responsibilities for coordination and oversight. If a warning and crisis situation arises from an international terrorist activity, special Intelligence Community procedures can be initiated, by either the DCI or any Intelligence Community agency. To be effective and responsive, any DCI staffing to cover crisis situations should provide that support which the President and the other policy players want most from the DCI -- that is, intelligence on and analysis of the events and collection activity during the crisis.

The DCI must be capable of exercising Community leadership during a period of crisis. To do so, he must be able to operate through one individual, several individuals, or a committee. The individuals or committee should function in a Community mode and support the DCI as a Community entity.

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The following duties should be performed by the individual or group:

- Keep the DCI fully informed of the events themselves, the analysis of them, and the collection activities during the crisis.
- Ensure that Community efforts are focused on key intelligence needs and on intelligence support to US actions during the crisis.
- Organize substantive intelligence efforts and collection tasking in order to ensure that the entire Community is working together effectively in providing intelligence support during the crisis.
- Assign tasks and objectives to collection organizations and systems.

It is less clear as to whether these individuals should function in noncrisis periods. It is obvious, however, that they could carry out duties during a crisis only if, by virtue of normal responsibilities, they possessed the substantive knowledge and, during noncrisis periods had carefully studied intelligence capabilities, organizations, and procedures and had established the necessary relationships and understandings with Community components.

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Organizationally, there are a number of entities through which the DCI could exercise leadership during a crisis. Internal leadership and staffing could be provided by NFAC in the form of an NIO, the Director of the CIA Operations Center, or some other person. The fact that most of the substantive analysis during the crisis would be an NFAC product, argues for this arrangement. Further, the major portion of the DCI's time in a crisis will involve the details of events, interaction with substantive analytical support, and the presentation of analytical views.

Alternatively, leadership could be provided by the Collection Tasking Staff. CTS is responsible for collection guidance tasking, an important aspect of crisis management and, as a result, should play a prominent role in crisis operations.

A third possibility would be the chairman of a committee or intelligence warning and crisis management team under the DDCI. The DDCI has command authority explicit in his office. That authority could be strengthened by a specific delegation of authority by the DCI. An alternative would be to form a national level committee, composed of the D/DCI/NI, the D/DCI/CT, the D/INR, and D/DIA under the chairmanship of the DDCI. Another alternative would be to form the committee as an advisory or consultative body to the DDCI who would exercise command authority over the crisis management organization.

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A fourth option would involve some combination of the other alternatives. The latter option could call for dual leadership and staffing from NFAC and the CTS. In this arrangement, an NIO, either for crisis management or for an area, would provide leadership for substantive analysis and would be responsible for analytical support of the DCI. The NFAC officer or team would be responsible for analytical intelligence reporting and for coordination of that reporting. The CTS officer or team would be the focal point for collection tasking and would provide Community coordination of collection, processing, and dissemination activities. In performing these functions, the CTS officer or team would serve as NFAC's agent for tasking and coordinating Community activities in support of NFAC's substantive role.

This dual management concept would provide the DCI:

- A single point of contact for analytical and collection support during a crisis.
- Support immediately available and directly responsible to him.
- A Community entity upon which to rely.

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